



Immigration, Refugees
and Citizenship Canada

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et Citoyenneté Canada

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MEMORANDUM TO THE DEPUTY MINISTER

Passport Digital Services Strategy

FOR INFORMATION

SUMMARY

- The purpose of this memorandum is to provide you with information on the Passport Digital Services Strategy. The Strategy provides a detailed description of the digital services vision and factors for consideration to operationalize that vision.
- While the main goal of the Strategy is to introduce a digital intake channel, the solutions deployed under it will allow the Program to improve integrity, realize efficiencies, improve service delivery, enhance client experience and satisfaction, and further promote Canada as a leader in the global travel document community.
- The Business Investment Board (Phase 2 of the Immigration, Refugees, and Citizenship Canada investment process) provided approval to proceed with the development of a business case on August 15, 2019. A business case to pilot a digital intake channel for the Passport Program will be completed in the fall of 2019.

BACKGROUND:

- In order to keep pace with services offered by the Government of Canada and like-minded states, the Passport Program intends to expand its service offerings by introducing digital services. These services will allow the Program to be nimble and responsive in delivering services to Canadians, while increasing integrity by enabling the Program to more easily capture and analyze data to identify risks and trends.
- Originally slated as part of the Passport Program Modernization Initiative, digital services were de-scoped in 2018, and is moving forward as a separate initiative lead by Citizenship and Passport Program Guidance Branch.
- The Passport Revolving Fund surplus offers an opportunity for the Program to develop and improve the client experience for Canadians in innovative ways. The passport fee augmentation in 2013, was in part to fund projects such as this to create more accessible and convenient ways for Canadians to apply for passports.

s.21(1)(a)

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s.21(1)(b)

CURRENT STATUS:

- Citizenship and Passport Program Guidance Branch has finalized the Digital Services Strategy (annex A) that provides the overarching direction for the introduction of digital services to the Passport Program. The Strategy is comprised of four components:
 - **The digital intake channel** provides clients with a paperless digital application and payment process,
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- In assessing how it must evolve, Citizenship and Passport Program Guidance has considered the following key drivers, trends, and priorities:
 - Alignment with the Government of Canada's Digital Operations Strategic Plan (2018-2022), Service Strategy and related policy instruments;
 - Alignment with the following Immigration, Refugees, and Citizenship Canada's frameworks/strategies: Client Service Strategy, Transformation Agenda, and departmental Digital Services Strategy;
 - Alignment with Immigration, Refugees, and Citizenship Canada's policy instruments;
 - Evolving global security requirements;
 - Alignment with other Immigration, Refugees, and Citizenship Canada Passport Program Modernization Initiatives; and
 - Alignment with like-minded countries.
- The Program has collaborated with its international Passport Six (annex b) counterparts to share lessons learned and better understand their current solutions or plans for a digital intake channel; these lessons are incorporated in the Strategy.
- As part of the Strategy, a roadmap outlines four business cases which will analyze the complete scope of the digital services strategy leading to full implementation by 2023-24. This will allow the Program to focus on what can be accomplished in the near future, and lay the foundation for fully expanded digital services. This will include policy considerations, technology options and costing.
- The Strategy recognizes that this is a complex initiative, with many stakeholders and significant changes to the passport operational environment – it needs to be carefully planned/monitored, allowing time for policy changes, infrastructure investments, Program decisions and extensive user testing.

- An iterative approach will be used enabling project teams to learn from experience gathered during early development, waves of controlled pilots, and phased deployments – thus adjustments and improvements can be made during rollout (with proper assessment and approval where required).

CONSULTATIONS:

- Citizenship and Passport Program Guidance has consulted numerous stakeholders on the development of the Strategy including: Admissibility Branch, Domestic Network, Centralized Network, Integrity Risk Management, International Network, Client Experience Branch, Communications, Finance, Passport Modernization Project Office, Projects Branch, Operations Planning and Performance Branch, Immigration Program Guidance, and IT Operations Branch.
- Further, through ongoing consultation with Transformation and Digital Solutions Sector, the Strategy has been developed as the overarching document that depicts the future vision for the Program, regardless of technological changes that may arise in the short and medium term. The Strategy has been designed to be flexible and adaptable to any current or future issuance system.
- A strategy to engage with Service Delivery Partners will be developed following the first business case.

COMMUNICATION IMPLICATIONS:

- A comprehensive communications strategy (internal and external), will be developed as deployment dates are determined.

NEXT STEPS:

- Complete the development of the first business case in the fall of 2019 and obtain approval.
- Discovery phase, beginning with a digital intake channel for a select group of clients, to be completed by January 2020.
- Continued collaboration with stakeholders and partners, including working with the Transformation and Digital Solutions Sector to align with future plans, in order to work towards full digital capabilities.

Dr. Harpreet S. Kochhar

Annexes:

- a) Passport Digital Services Strategy
- b) Passport Six Overview – Formerly 5 Nations

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Passport Digital Services Strategy

Vision and Roadmap

September 2019



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EXECUTIVE SUMMARY

50 years ago, Passport Program clients obtained passport application forms at a government office or via mail, completed the forms, and mailed them to a single office in Ottawa. 20 years later, in 1990, a small number of Passport Canada-branded offices were available for in-person service; however, the mail-in process remained the primary option due to the limited number of offices.

Today, more than 93% of Canadians residing in Canada have access to a passport point of service within 50 kilometers of their place of residence through Passport Canada-branded offices, Service Canada Centres (SCCs), mail-in, and through their Member of Parliament (MP). Current channel usage reveals that Canadians continue to prefer in-person service at Passport Canada-branded offices and SCCs, which offer faster turnaround times.

While there is quantifiable and significant success in the Passport Program's service offerings, the continued reliance on the antiquated intake channels (in-person and mail) are a stark contrast to private and public sector migration to an online channel and other digital services. As Amazon and Wal-Mart explore drone delivery service, the Passport Program remains a paper-based service offering with advancement in technological service offerings limited to a fillable PDF application form and website content providing guidance and instructions on the application process.

At the same time, the domestic and international passport environment shows that internal and external forces will continue to put pressure on the effectiveness of current passport delivery activities. Fast-paced and sustained advancements in technology, increasingly sophisticated forms of identity fraud and cybersecurity threats, shifting client service expectations, and fluctuations in passport volumes are forcing the Program to periodically rethink its operations in order to remain current, sustainable, nimble and responsive in the manner in which it delivers its products and services to Canadians.

Therefore, the Program identified the need for an overarching Digital Services Strategy using established Agile Project Management principles and calculated change management practices to transform the digital presence of the Program. The deployment of the strategy will consider multiple, and sometimes complementary, change drivers, such as program integrity, client satisfaction, fluctuating passport volumes, and alignment with departmental and government digital and service strategies/policies.

This strategic document is purely informative; providing a detailed description of the digital services vision and factors for consideration to operationalize that vision. As the various aspects of the strategy are deployed, specific and multiple business cases will be authored seeking financial and strategic approval of various components.

Digital Services Strategy

The Digital Services Strategy is composed of four components; the crux of which is the deployment of a **digital intake channel** providing clients with a paperless online application and payment process,

The digital intake channel will increase access to services, meet evolving client expectations, and realize a more efficient application process

Throughout the lifecycle of the strategy, various information technology (IT) and change management initiatives must be delivered to support the technological changes.

Program Alignment and Agile Project Management Methodology

The Digital Services Strategy aims to take a calculated and iterative approach to moving towards a digital intake channel and self-service traveller digital identities. Coupled with the strategy and the initial phase of deploying a digital intake channel, the Passport Program is in the midst (via the Passport Program Modernization Initiative – PPMI) of modernizing its passport issuance system. PPMI, Passport Modernization Abroad Project (PMAP), and other transformation projects must be kept in peripheral view by the strategy – the Identity Linkages Project (ILP) will deliver automated birth validations and death notifications with provinces and territories; and the Next Generation Passport Project will deliver a new vendor, booklet, print technology and security features, including a laser engraved polycarbonate bio-data page. The digital intake channel must consider the needs of these parallel projects and their associated timelines.

Moreover, the Passport Program is not alone in moving to a digital operations solution. The Government of Canada's Digital Operations Strategic Plan identifies the need for all federal institutions to achieve digital government through a user-centric approach, which is open and collaborative, while not losing focus to existing, more traditional, service delivery channels. Furthermore, other Government of Canada and IRCC transformation and service strategies, plans, and policies must be considered by the Passport Program as it introduces digital solutions for Canadians. Specific to IRCC, this Passport Program Digital Services Strategy will assist in establishing the foundation for the department's overarching digital services strategy currently being developed by the newly created Digital Strategy Branch.

Complicating the introduction of the government projects is the need for any government IT solution to be deployed using traditional project management methodologies and change management practices. In a 'post-Phoenix pay system' era, and in considering the public-facing significance of the Passport Program,

s.21(1)(a)

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a careful and well-thought out deployment plan is critical to the reputation of the government, the Department, and the Program. Therefore, using a lessons-learned approach, the Passport Program has adopted the Agile project management methodology used by the UK in their successful deployment of a passport online channel. That methodology requires a phased deployment with the initial deployment limited to the Minimum Viable Product (MVP), which is the delivery of a solution (the digital intake channel) with sufficient features and functionality necessary to satisfy stakeholder requirements at a specific point in time – ***to deploy core features only – nothing more, nothing less***. Future iterations will build upon the MVP to ultimately deliver the final solution which remains nimble throughout product development and deployment. Once the core features are available, the development team will test and continuously improve upon the product with the complete and final set of features designed and introduced after considering and incorporating feedback from users and stakeholders.

Digital Intake Channel MVP (Pilot/Testing begins fall 2020)

Building upon the replacement of the legacy issuance system (IRIS) and the other modernization initiatives currently underway, the digital intake platform will facilitate full online access to passport services so that clients can access online passport services anywhere, anytime.

The initial MVP deployment introduces a pilot of the digital intake channel utilizing an *'invitation only'* process.

the *invitation only* process allows the Program to control volume while the online application is tested.

Specifically, the MVP functionality to be explored and developed within an agile and user design approach will include the following features:

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de la Loi sur l'accès à l'information**

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Policy Implications

To realize the efficiencies and effectiveness of the strategy, key policy decisions must be made in a timely manner. The issues are, at times, convoluted and a balance between three factors will need to be considered. First, senior officials must consider the need to promote the use of the digital intake channel. To realize efficiencies in the program and address the fluctuation in passport demand, the digital intake channel must be used. Moreover, there are reputational risks, in a post-Phoenix era, if an online solution is developed but built in a manner which does not promote usability.

Second, the policy decisions must consider implications to program integrity and national security when designing policies

Third, the policies must have the foresight to consider their implications on the future of the Passport Program; and ensure the policy decisions have a peripheral view of PPMI, PMAP, ILP and Next Gen.

The number of policies and their corresponding impact are expected to change as the strategy is deployed. However, the table below provides a view of the known policy decisions and their significance to the successful deployment of the digital intake channel and the overall strategy. To reflect that significance, an 'enabler factor' is provided for each policy consideration.

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de la Loi sur l'accès à l'information**

Financial Impact

To deliver the Passport Program Digital Services Strategy, the financial impact to the Program's Revolving Fund is two-fold; the impact that efficiencies may have on the fee structure and the costs to delivering the strategy.

In total, the strategy contemplates four business cases which will be completed over approximately three years:

Business Case 1 (October 2019): introduction of the digital intake channel (pilot). This business case is currently under development.

Additional business cases may be required but are not anticipated.

Legal Instruments

As new policies are considered, legal implications may occur and must be planned for, analyzed, and require collaboration with IRCC's Legal Services Unit (LSU). At a minimum, a parallel approach to program/policy changes and legal implications must be considered;

Stakeholder Engagement and Alignment with other Like-minded Countries

In addition to IRCC's LSU, the Digital Services Strategy will be deployed while the project team collaborates with various internal stakeholders such as the Digital Strategy Branch, as well as various external stakeholder, such as Service Canada, Global Affairs Canada, the Canadian Border Services Agency, and ICAO working groups.

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Furthermore, the project team has developed working relationships with passport colleagues in the UK, where an online channel has already been deployed. Canada is using the same Agile Project Management methodology, and is adopting a lessons-learned approach with a country having the most similarities to the Canadian delivery model (when compared to other Passport 6 countries). The lessons-learned approach with the UK will continue to assist Canada as the UK is several years ahead in deploying an online passport channel.

Conclusion and Roadmap

The Digital Services Strategy aims to address multiple client and program needs/concerns to ensure a more efficient and technologically advanced Passport Program which is capable of processing passport applications while meeting demand fluctuations, maintaining integrity, aligning with global initiatives in travel technology, and maintaining a high-level of client satisfaction and global reputation. Although the move to a digital intake channel comes with significant challenges and, sometimes, varying and opposing solutions, this strategy lays out a calculated plan to ensure it considers all factors while maintaining appropriate fiscal responsibility of the Passport Program Revolving Fund.

The roadmap (see Annex A), which provides a linear view of the milestones and deliverables, is comprised of three components:

PROBLEM STATEMENT AND PURPOSE

50 years ago, Passport Program clients obtained passport application forms at a government office or via mail, completed the forms, and mailed them to a single office in Ottawa. 20 years later, in 1990, a small number of Passport Canada-branded offices were available for in-person service; however, the mail-in process remained the primary option due to the limited number of offices.

Today, more than 93% of Canadians residing in Canada have access to a passport point of service within 50 kilometers of their place of residence through Passport Canada-branded offices, Service Canada Centres (SCCs), mail-in, and through their Member of Parliament (MP). Current channel usage reveals that Canadians continue to prefer in-person service at Passport Canada-branded offices and SCCs, which offer faster turnaround times.

While there is quantifiable and significant success in the Passport Program's service offerings, the continued reliance on the antiquated intake channels (in-person and mail) are a stark contrast to private and public sector migration to an online channel and other digital services. As Amazon and Wal-Mart explore drone delivery service, the Passport Program remains a paper-based service with advancement in technological service offerings limited to a fillable PDF application form and website content providing guidance and instructions on the application process.

Therefore, the Program identified the need for an overarching Digital Services Strategy to inform and guide the deployment of digital services for the Program. Initiative using established Agile Project Management principles and calculated change management practices to transform the digital presence of the program. Briefly, the Digital Services Strategy is comprised of the following four components:

1. Digital Intake Channel: a web based digital intake channel providing clients with a paperless online application and payment process,

As the primary component of the Digital Services Strategy, the digital intake channel will increase access to services, meet evolving client expectations, and realize a more efficient application process

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While the main goal of the strategy is to introduce a digital intake channel, the solutions deployed under it will allow the Program to improve the integrity of the Program, realize efficiencies, improve service delivery, enhance client experience and satisfaction, and further promote Canada as a leader in the global travel document community.

PURPOSE

This strategic document is purely informative; providing a detailed description of the above four components and allowing senior management an early view of the drivers, impacts, and considerations which will influence the way in which the strategy is delivered. Critical enablers are described and present the importance of timely program decisions to ensure the strategy is delivered in an aligned fashion to other modernization initiatives. As the strategy and supporting aspects are deployed, specific and multiple business cases will be authored seeking financial and strategic approval of various components of the strategy.

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PASSPORT PROGRAM OPERATING ENVIRONMENT

EXISTING PASSPORT PROGRAM OPERATING ENVIRONMENT

The Passport Program's mandate comes from the *Canadian Passport Order* (CPO) and *Diplomatic and Special Passports Order* (DSPO). The Program is responsible for the issuance, revocation, withholding, recovery and use of Canadian passports, as well as travel documents for non-Canadians – Certificates of Identity (COIs) and Refugee Travel Documents (RTDs). Accountability for the Passport Program rests primarily with the Minister of Immigration, Refugees and Citizenship Canada (IRCC) with service delivery support from Employment and Social Development Canada (ESDC)/Service Canada (SC) and Global Affairs Canada (GAC). The Minister of Public Safety and Emergency Preparedness also has specific authority in the CPO to refuse, revoke or cancel a passport on terrorism or national security-related grounds.

In designating ESDC as primarily responsible for passport service delivery in Canada, the Program benefits from SC's extensive in-person network to provide greater access to passport services for Canadians across the country. In parallel, the Program relies on GAC's extensive network of missions to deliver passport services abroad.¹ Together, IRCC, ESDC and GAC work collaboratively to strike the best possible balance between program integrity, client service, and operational efficiency, while preventing service disruptions to Canadians. Each partner remains committed to providing Canadians with seamless access to passport services regardless of their location.

The Program is an important component of Canada's security infrastructure and helps to mitigate security threats. As part of IRCC's continuum of services, the Program contributes to one IRCC's three Core Responsibilities – Citizenship and Passports:

*'IRCC promotes the rights and responsibilities of Canadian citizenship, and issues secure and internationally recognized Canadian citizenship and travel documents so that Canadians can participate fully in civic society and so that travel is facilitated across borders while contributing to international and domestic security.'*²

Passport Services, Demand, and Satisfaction

The availability of in-person services has led to roughly 80% of all applicants seeking in-person services. Various factors influence this percentage including, but not limited to, the ease of access and efficient in-person offices and, in some cases, a requirement to submit/present documentary evidence of citizenship (DEC). Another 12% of applicants opt for the mail-in channel, which is also efficient and, if timely submitted, prevents the necessity of visiting an in-person office.

With the introduction of the first regular Canadian ePassport in July 2013, the Program shifted from a five-year business cycle to a 10-year business cycle, in alignment with the launch of the 10-year validity passport. More than 80% of adult Canadians choose the 10-year passport which produces much sharper peaks and valleys in passport application volumes. As forecasted previously, annual passport demand began an abrupt decline in Fiscal Year (FY) 2018-19 (see chart below). Those same forecasts estimate three million fewer passport renewal applications will be received annually between FY 2017-2018 and FY

¹ IRCC continues to deliver services for COIs, RTDs, and Diplomatic and Special Passports.

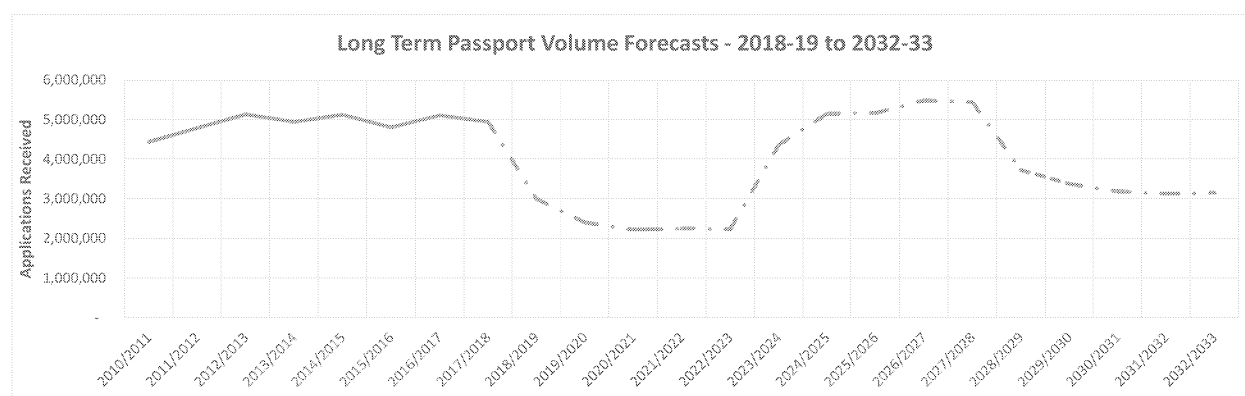
² IRCC Departmental Plan for FY 2019-20.

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2022-2023. In FY 2023-24, the first wave of 10-year ePassport holders will become eligible for renewal, therefore, volume is expected to rise. This anticipated fluctuation in volumes may have impact on the Program's service delivery partners, as 95% of regular passports are issued by SC domestically, with GAC's missions' abroad accounting for the remaining 5%.

Furthermore, fluctuations in passport volumes may impact the Program's ability to efficiently manage workloads and resources. Without a more scalable, automated, and less manually intensive processing solution, potential fluctuations in application volumes may present a risk to the Program's capacity to manage workloads and maintain service performance.

Figure 1: Long Term Forecast for Travel Document Applications, 2018-19 to 2032-33



Passport Program Revolving Fund

The Program's current fee structure came into force on July 1, 2013, coinciding with the deployment of the 10-year ePassport and the transfer of the Program from GAC to IRCC. Fees differ for adults and children, the choice of passport validity duration, and whether the application is submitted within Canada or abroad. The passport fees collected become part of the Program's revolving fund, which consists of a continuing non-lapsing authority from Parliament that allows for the carry-over of surplus revenues from year to year to sustain Program operations during anticipated periods of low demand and to offset future deficits.

With the introduction of the 10-year validity ePassport in 2013, the Program had to increase fees to generate sufficient revenues to sustain operations over a 10-year business cycle, with no impact on the fiscal framework, as committed through consultations and the regulatory process to increase passport fees in 2013.

The fee structure for services provided by the Passport Program are established under the *Passport and Other Travel Document Services Fees Regulations* (herein referred to as the *Fees Regulations*) and was developed with the following guiding principles in mind:

1. Principle 1 – The Program must secure enough revenues to:
 - Sustain itself over a 10-year business cycle;
 - Continue to improve the security of the Canadian passport;
 - Keep pace with advances in technology and international standards; and
 - Maintain its current levels of client service.

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2. Principle 2 – The Program will keep the fees for the 10-year ePassport as low as possible.

That fee structure is predominately used to cover program operational costs; however, an Investment Fund was created, in part, as a response to recommendations of the Office of the Auditor General (OAG) and the Public Accounts Committee to:

1. Ensure the Program has the means to update and modernize the way it does business;
2. Keep pace with advances in technology;
3. Continue to enhance integrity and improve upon the security of the passport itself;
4. Maintain excellence in client service; and
5. Ensure effective management and sustainability, aligned with Government of Canada (GoC) priorities and international practices and standards.

CHANGES TO THE OPERATING ENVIRONMENT LANDSCAPE

Over the last 15 years, the operating environment of the Program has changed significantly. Technological advances have highlighted the need for the Program to adapt the manner in which it interacts with and provides services to its clients. The private sector's online offerings have increased Canadians' expectations on the speed and ease of obtaining government e-services, and these digital expectations have created a situation where the government must work to overcome barriers in service innovation in order to keep pace with technological developments considered standard practice in the private sector. This is coupled with a heightened awareness of issues surrounding national security, high-risk travellers, illegal migration, identity theft, and a global rate of change regarding security that is unlikely to abate.

The challenges posed by this evolving threat environment are coupled with an anticipated surge in global air passenger volumes; which are set to double from 3.5 billion passengers in 2015 to seven billion by 2034. In the same way, there has been unprecedented growth in passport demand, from approximately 2.1 million passport applications received in FY 2001-2002 to 5 million passport applications in FY 2017-2018. This growth can be mainly explained by the introduction of the Western Hemisphere Travel Initiative (WHTI) in 2007, requiring Canadians to hold a valid Passport to travel to the United States (US). The passport possession rate among Canadians is approximately 68%.

The domestic and international passport environment shows that internal and external forces will continue to put pressure on the effectiveness of current passport delivery activities. Fast-paced and sustained advancements in technology, increasingly sophisticated forms of identity fraud and cyber-security threats, shifting client service expectations, and fluctuations in passport volumes are forcing the Program to periodically rethink its operations in order to remain current, sustainable, nimble and responsive in the manner in which it delivers its products and services to Canadians.

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BUSINESS CONTEXT FOR THE DIGITAL SERVICES STRATEGY AND THE DRIVERS FOR CHANGE

To deliver a Digital Services Strategy, the Passport Program will analyze the internal and external environment that will shape its design, development and deployment. This comprehensive overview will be laid out from three distinct lenses which present the strategy's drivers for change:

The Client – understanding the socio-economic and demographic requirements of the clients, which influence and shape their wants, needs, habits and preferences.

The Program – analyze the internal and external environment that will shape the design, development and deployment of a digital intake channel for the Passport Program.

The Support – examine the current technological capabilities within the Program and Department as a whole and layout the requirements, resources and infrastructure necessary to develop, implement and support the digital strategy.

In addition, a comprehensive roadmap has been developed (See Annex A), with key dependencies, considerations, decision points identified, analyzed and positioned. This will allow the Program to focus on what can be accomplished in the near future, and lay the foundation for what is required to advance a fully expanded digital channel. As an evergreen document, the Program, in consultation with key stakeholders, will review the roadmap as needed, to ensure its alignment with the Passport Program's Strategic Vision and overarching departmental priorities.

THE CLIENT

Innovation for the Passport Program is about ensuring that the service offered to clients continues to be relevant and useful for Canadians. To realize this goal, the Program has to consider client habits and preferences, understand their expectations and behaviours, anticipate their needs, and apply that insight in the design of a digital intake channel that enhances the client experience and achieves continuous levels of satisfaction. By fully understanding its clients, the Program, and department as a whole, can avoid entrenching costly, out-dated processes that fail to respond to the expectations of successive generations of citizens, immigrants, and visitors, and begin to develop organizational roadmaps designed to better serve Canadians and newcomers now and into the future.

Generally, Canadians are increasingly expecting more convenient and easily accessible services, increased transparency and more responsive government programs. In addition, as Canadians become more technologically adept in their daily lives, the more likely they will expect government

Canadians Are Likely to Use Passport Program Digital Services

79% are likely to use the internet for government services in the future

54% will obtain a birth, marriage, or death certificate online

63% will change their address or government identity documents

65% would like to renew their IDs, including license, health care and passport by using online channels with photo upload capability

Source: Price Waterhouse Coopers. 2012. Next Generation of eServices: Citizen Compass

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service transactions to be initiated and completed online and that the online environment is commensurate with the level of ease they experience with private sector service offerings.

To this end, the Program invested in a comprehensive study, conducted by the Operations Performance and Planning Branch (OPPB), aimed at providing foundational research to inform and guide the Program in implementing service design and delivery processes that respond to evolving client needs and environmental forces. The report, *A Vision of the 2023 Passport Holder*, paints a possible scenario of what the landscape could look like for the Program in 2023. With passport demographic data, the Passport Program's Evaluation Survey, relevant environmental scans, Statistics Canada datasets, and various external reports, articles, and publications, the summary of this research highlights unique considerations that will have important implications on who will use passports, how they will use them, and what services they will expect. Therefore, to effectively plan and develop an overall digital service strategy that meets these future needs, it is necessary to understand the changes that are taking place and the pressure they will have on the Passport Program moving forward.

The OPPB report is summarized in the Figure 2 below which shows Generation X, Y, and Z (those up to 57 years old) will represent nearly 70% of the Program's prospective clientele. As the main drivers of passport demand, they will expect the Program to transition from a traditional business model to a digital model with services delivered through leading edge technologies. They will also be more demanding of the Program as it relates to the manner and speed in which it delivers services.

Conversely, approximately 30% of Canadians will be comprised of Baby Boomers and pre-Baby Boomers (those 58 years old and older). While some may be prepared for digital services, the majority will remain satisfied with the efficiencies of the mail-in and in-person channels. As these two generations age, they are expected to travel less and closer to home. Consequently, their influence on the Program will decrease.

As evidenced by Figure 2 below, in order to maintain high levels of client satisfaction, the Program needs to adopt new ways of working that complement the various segments within the Program's clientele, while balancing access to traditional forms of engagement. The 2012 statistics above echo the sentiments that are still being expressed by Canadians today. Clients continue to expect modern, safe and convenient ways of interacting with the Program. A significant focus must be on the 70% who expect a digital intake channel (at a minimum) and are more comfortable using the internet for service offerings; however, the strategy cannot disregard the need to ensure the existing mail-in and in-person channels, which are more likely to be used by the older generations, maintain their current high-levels of client satisfaction.

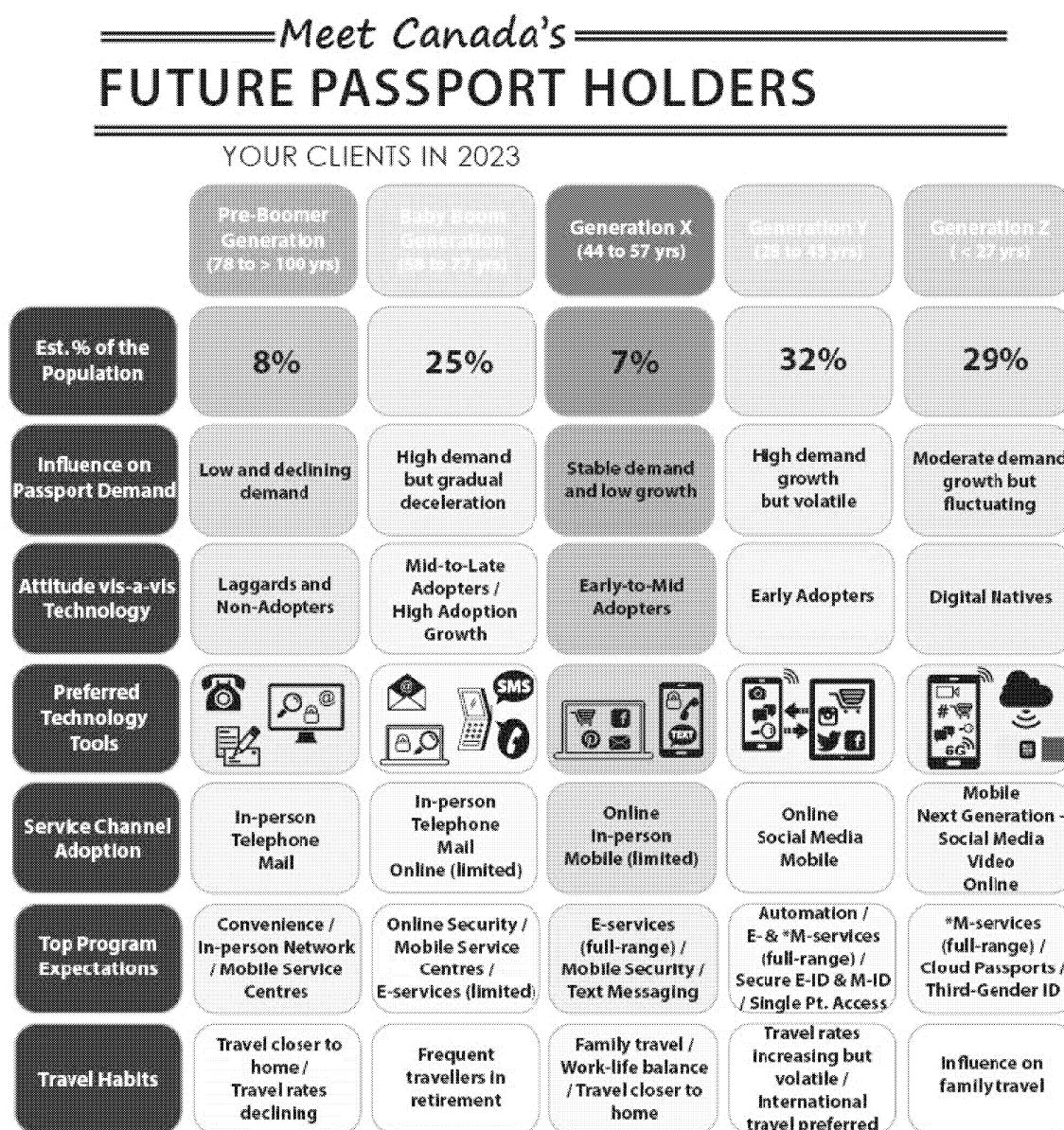
As a way of future proofing the business, the Program must reposition itself to address present and future client needs. This would entail a shift from a reactive business model to a proactive one

Lastly, the Program needs to position itself to leverage opportunities to engage with its clients in a less repetitive manner. Foreign born Canadians, who are already known to the Department through its

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immigration and citizenship programs, and who form an important base for the Program, are examples of the ways in which the Program would need to adapt and evolve the way it interacts with and delivers services to Canadians in order to remain relevant, and maintain its high levels of client satisfaction.

Figure 2



THE PROGRAM

The domestic and international passport environment shows that internal and external forces will continue to put pressure on the effectiveness of current passport delivery activities. Fast-paced and sustained advancements in technology, increasingly sophisticated forms of identity fraud and cyber-security threats, shifting client service expectations, and fluctuations in passport volumes are forcing the Program to rethink its operations in order to remain current, sustainable, agile and responsive in the

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manner in which it delivers its products and services to Canadians. Ultimately, if the Program fails to keep pace with and respond to these environmental forces, it risks entrenching costly, outdated services that rely on inefficient and vulnerable processes which – in the end – may fall short of client expectations and tarnish the Program's reputation.

In assessing how it must evolve, the Program must consider the following key drivers, trends, and priorities:

- Alignment with the GoC's Digital Operations Strategic Plan (2018-2022), Service Strategy and related policy instruments
- Alignment with the following IRCC's frameworks/strategies: Client Service Strategy, Transformation Agenda, and Digital Services Strategy
- Alignment with IRCC policy instruments
- Fluctuating passport demand;
- Evolving global security requirements/Keeping Pace with International Partners;
- Alignment with other IRCC Passport Program Modernization Initiatives;
- Future Proofing and Assistance to Other IRCC Lines of Business; and
- Alignment with like-minded countries.

Alignment with Canada's Digital Operations Strategic Plan (2018-2022)

The GoC's Digital Operations Strategic Plan 'establishes the integrated direction for the government on digital transformation, service delivery, security, IM and IT. It identifies cross-government priorities and key activities for departments and agencies and is a key input into departmental IT planning, IM-IT investments, service improvement and digital transformation initiatives'³ As part of this strategic plan, the GoC established 10 digital principles to set the standard for how government works in the digital era and guide the development of policy, programs and services in government. The Passport Digital Services Strategy must utilize these 10 principles as a guide throughout the development and deployment of all solutions:

- **Design with users:** Research with users to understand their needs and the problems we want to solve. Conduct ongoing testing with users to guide design and development.
- **Iterate and improve frequently:** Develop services using agile, iterative and user-centred methods. Continuously improve in response to user needs. Try new things, start small and scale up.
- **Work in the open by default:** Share evidence, research and decision-making openly. Make all non-sensitive data, information, and new code developed in delivery of services open to the outside world for sharing and reuse under an open licence.
- **Use open standards and solutions:** Leverage open standards and embrace leading practices, including the use of open source software where appropriate. Design for services and platforms that are seamless for Canadians to use, no matter what device or channel they are using.

³ <https://www.canada.ca/en/government/system/digital-government/digital-operations-strategic-plan-2018-2022.html>

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- **Address security and privacy risks:** Take a balanced approach to managing risk by implementing appropriate privacy and security measures. Make security measures frictionless so that they do not place a burden on users.
- **Build in accessibility from the start:** Services should meet or exceed accessibility standards. Users with distinct needs should be engaged from the outset to ensure what is delivered will work for everyone.
- **Empower staff to deliver better services:** Make sure that staff have access to the tools, training and technologies they need. Empower the team to make decisions throughout the design, building and operation of the service.
- **Be good data stewards:** Collect data from users only once and reuse wherever possible. Ensure that data is collected and held in a secure way so that it can easily be reused by others to provide services.
- **Design ethical services:** Make sure that everyone receives fair treatment. Comply with ethical guidelines in the design and use of systems that automate decision-making (such as the use of artificial intelligence).
- **Collaborate widely:** Create multidisciplinary teams with the range of skills needed to deliver a common goal. Share and collaborate in the open. Identify and create partnerships that help deliver value to users.

Alignment with Canada's Service Strategy

Treasury Board Secretariat's (TBS's) Service Strategy has a vision to delivery easy to use, seamless, digitally enabled services that put the needs of clients first. The strategy focuses on three anticipated results:

1. *Client-Driven Design and Delivery across All Channels:* services are designed and delivered in a way that put client needs first. Client efforts are minimized and the user experience is consistent through all channels. Services are accessible to everyone and available in both official languages.
2. *Easy Online Services:* an online experience is so easy that users choose the digital channel. The services are secure, simple, convenient, and offer assistance to online users when needed. Moving to a 'one-stop shop' service approach to access all government services through any channel, any partner, anytime.
3. *Seamless Delivery:* Services are connected to offer a 'tell us once' experience. Clients will receive high quality services regardless of the channel used and have their concerns resolved at first point of contact.

These focus areas reflect philosophies which the Passport Digital Services Strategy must adopt while balancing the security and integrity concerns which sometimes combat a model that puts clients' needs first.

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Alignment with TBS Policy Instruments

IRCC must deploy the strategy in a manner that is consistent with various TBS policy instruments which provide two types of information – guidance for which IRCC has flexibility in honouring; and requirements for which IRCC must adhere to as it deploys the strategy. Various policy instruments are implicated with the following being the most critical:

Policy on Service

This policy reflects an extension of the GoC Service Strategy objectives – to establish a strategic and coherent approach to the design and delivery of GoC external and internal enterprise services that is client-centric, realizes operational efficiencies and promotes a culture of service management excellence. By delivering an online platform consistent with this policy, the Passport Program will ensure various features are provided, such as a fully bilingual solution using proper identity validation in a secure manner that protects a client's personal information.

Common Services Policy

The objective of this policy is to ensure that departments and agencies can acquire responsive, cost-effective support for their program delivery. Specific to the Digital Services Strategy, this policy mandates digital intake channels require login functionality utilizing cyber-authentication - currently limited to GCKey and Secure Key Concierge. This requirement must be balanced with the desire to make the online application process seamless and easy to use.

Standard on Identity and Credential Assurance

The objective of this policy is to ensure that identity risk is managed consistently and collaboratively within the GoC and with other jurisdictions and industry sectors. The Passport Program must ensure its procedures for establishing and validating an applicant's identity are commensurate with this Standard.

Standard on Web Accessibility

The objective of this standard is to ensure a high level of Web accessibility is applied uniformly across GoC websites and web applications. For the digital intake channel, the requirements of this standard must be applied such that the online platform is provided with appropriate features of this standard; e.g. accessibility of a government service to individuals with disabilities.

TBS Privacy and Security Policies, Standards, and Directives

With the deployment of new solutions, privacy and security risk assessments will be required and must be performed in accordance with established TBS policy instruments.

Directive on Automated-Decision Making

The use of more sophisticated analytics, should they have implication for decision making, may require the completion of an Algorithmic Impact Assessment in accordance with TBS's *Directive on Automated-Decision Making*.

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Alignment with IRCC's Client Service Strategy

Led by IRCC's Client Experience Branch (CEB), the 2019-2022 IRCC Service Strategy (DRAFT) is being developed on the premise that improving client experience will have a significant and positive impact for the department and the client; that the client experience is an indicator of improved departmental efficiency and results.

After detailed research highlighted the most significant pain-points for IRCC clients, the three-year strategy identifies five pillars with a general objective to ensure the Department, as a whole, views its work through a client lens and considers client experience as an important element in policy development, program design and implementation, service delivery, and planning and performance reporting while continuing to maintain program integrity.

The five pillars and their specific objectives are as follows:

- *Pillar 1 – General Information and Guidance:* to make it easier for clients to find and understand the information they require.
- *Pillar 2 – Client-Centric Digitally Enabled Service Delivery:* to help clients interact with IRCC through secure, reliable and user-centric digital tools.
- *Pillar 3 – Streamlined Processing:* to streamline processing to make it more timely and efficient for all services.
- *Pillar 4 – Direct Client Communication:* to improve the timeliness and quality of our communication with clients.
- *Pillar 5 – Support for Clients:* to improve the accessibility, reliability and timeliness of client support.

Based on these five pillars, CEB has designed a corresponding three-year Service Strategy Action Plan. As an example of the strategy's accomplishments to date, the use of advanced analytics has proven to accelerate the TRV application processes for China and India visitor applications (Pillar 3).

For the Passport Digital Services Strategy, its team members must ensure its vision aligns to this departmental client-focused strategy.

Alignment with IRCC's Service Transformation Strategy

IRCC has recently embarked on a service delivery transformation, to become a world leader in migration in order to maximize the benefits of our programs for our clients and Canadians. The newly-created Transformation Branch will drive the Department's transformation roadmap along three avenues:

- Modernizing and reimagining how clients journey through the migration system
- Improving the way we work by making our processes more lean, to maximize efficiency and client centricity
- Measuring transformation initiatives to ensure expected needs and outcomes are being met, and working with corporate enablers to align internal services with IRCC's new reality.

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The Passport Digital Services Strategy team will collaborate with the Transformation Branch to ensure alignment between the large-scale transformation work and the digital strategy for passport.

Alignment with IRCC's Digital Services Strategy

The newly created Digital Strategy Branch (DSB) is responsible for IRCC's adoption of the themes and digital principles outlined in TBS's Digital Operations Strategic Plan (2018-2022). In support of that responsibility, DSB is authoring an IRCC-specific Digital Services Strategy.

Going forward, the Passport Digital Services Team will work collaboratively with DSB to allow its passport-specific strategy to assist in establishing the foundation for the departmental Digital Services Strategy.

Alignment with IRCC Policy Instruments

In furtherance of the various departmental and federal government strategies for transformation, client service, and digital services, the Passport Program must align with approved and evolving policy instruments within IRCC. Those policies stem from those strategies as well as departmental commitments to TBS policy instruments related to security, privacy, identity management, and other areas.

For the Digital Services Strategy, multiple IRCC policies will have an impact on the formation and delivery of its solutions. For example, in April 2019, IRCC's Director Generals of Admissibility, Integrity Risk Management, and Citizenship and Passport Program Guidance Branch approved 'Core identity Concepts' – a minimum set of attributes required to be collected to establish identity.⁴ With approval of those foundational identity attributes, IRCC is equipped to elaborate on a corresponding IRCC Policy on Identity Management which is currently under development.

Fluctuating application volumes

As described earlier, any potential fluctuation in passport application volumes may impact the Program's ability to efficiently manage workloads and resources. Without a more scalable, automated, and less manually intensive processing solution, potential fluctuations in application volumes may present a risk to the Program's capacity to manage workloads and maintain service performance.

Keeping Pace with Evolving Global Security Requirements

To support client expectations regarding strong security features, recognition of the passport by foreign authorities, and visa-free access to other countries, an integral part of Program integrity is the capacity to:

- Strengthen the passport entitlement and issuance processes and the security and quality of the passport document;
- Build and maintain effective partnerships;
- Detect risks, including fraud; and,
- Reduce the risk that Canadian passports are issued to or are in the possession of high-risk individuals.

⁴ For new clients, the core attributes are Name (Surname, Given, Former), Date of Birth, Place of Birth, and a biometric identifier. For returning clients, it is a combination of the minimum set required for new clients.

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In an environment of evolving security threats with global air passenger volumes estimated at seven billion by 2034, the Passport Program strives to balance travel facilitation with the responsibility to protect the safety and security of Canadians. The introduction of the ePassport and its more robust security features in over 120 countries including Canada has improved the physical security of the passport document. It contains an embedded electronic chip storing the photo and the biographical information visible on page 2 of the booklet and country specific digital signatures. These features not only facilitate more effective and secure border control, but also make the passport document more difficult to forge or alter.

As non-electronic passports fall out of circulation, passport issuing authorities are stepping up their focus on weaknesses in the entitlement process, particularly with respect to the falsification and fraudulent use of identity documents used to obtain a passport.

A global trend among passport issuing authorities is towards digital service offerings which improve information sharing for identity management and increase the use of data analytics to detect and prevent identity and travel document fraud and misuse. Leveraging the use of technologies is an important enabler for these integrity strengthening activities.

The GoC faces reputational risks and risk to its international standing (currently tied for 6th in the world in terms of visa free access to other countries⁵), should the Passport Program not keep pace with the technological innovation of its partners (see below).

Alignment with Other Passport Program Modernization Projects

Since the beginning of the current business cycle, the Passport Program has initiated a series of transformation initiatives; ranging from the modernization of our current passport issuance systems to the implementation of the Identity linkages project. These, among other initiatives, support an overall modernization agenda for the Program. The Digital Services Strategy must be managed with these initiatives in mind to ensure collaboration and deployment are aligned with current and future issuance systems, platforms and IT enabled tools.

Passport Program Modernization Initiative (PPMI)

PPMI's objective is to modernize the Passport Program and lay the foundation for Program service improvements. While not the totality of the initiative, the migration to GCMS as the passport issuance systems is the main goal of PPMI. The new system is expected to increase efficiency in application processing while ensuring service levels across the country are maintained. PPMI will aim to support program integrity and security through stronger identity management in areas such as facial recognition (FR) and the electronic validation of specific client data against provincial databases (see ILP below). Additionally, PPMI will support increased access to passport services for Canadians by providing consistent in-person services at more locations in Canada.

⁵ Source: Henley Passport Index, 2018 Global Ranking, <https://www.henleypassportindex.com/passport-index>

Passport Program Modernization Abroad Program (PMAP)

PMAP will deliver a passport solution to the international service delivery network. Service delivery options are currently being analyzed under Phase 1 (Planning) activities. After the service delivery model and solution are approved, development will occur prior to the initial pilot beginning in July 2020.

Identity Linkages Project (ILP)

ILP will allow for the automation of birth certificate validation and receipt of death validation from all Canadian provinces and territories. Historically, birth certificates have been manually examined by a trained passport officer, and death notifications have been received via funeral homes or when a family member returns a valid document of a deceased relative.

Furthermore, on a proactive basis, the VSAs will transmit notification on all new and updated death events. GCMS functionality to support birth certificate validation (BCV) and Death Notification (DN) will be deployed in June 2019 with the first province onboarding shortly thereafter. Full deployment to all provinces is scheduled for September 2021.

Next Generation Passport

This project will see a new contract issued for the production of passport booklets and related services which is currently held by Canadian Bank Note (CBN). Once the contract is awarded in May 2019, the vendor and IRCC will collaborate on a new booklet design which must deliver various security features to the booklet, including, but not limited to, a laser-engraved polycarbonate data page.

The project team has worked to ensure the new contract meets the constantly evolving requirements for global travel. The project has provided the Passport Program with an opportunity to re-evaluate key aspects of the next generation ePassport solution, including more secure personalization technology, advanced travel document security features, and a five-year document design cycle that is synchronized with the contract lifecycle. Furthermore, the project is supported by a robust maintenance and support plan.

The new booklet design and print solution, which will further advance Canada's position with the global community and the International Civil Aviation Organization, will be released through a phased deployment beginning in December 2020 with full deployment in October 2021.

Advanced Analytics/Predictive Analytics

IRCC has been recognized by TBS as one of the most advanced organizations in the GoC regarding the use of advanced analytics. The use of analytics to support automated decision-making have been deployed in the Temporary Resident Visa (TRV) line of business, while additional usage is planned for work and study permit applications. IRCC's Advanced Analytics Lab (AAL) provides a proven solution to promote application processing efficiencies, as well as more effective means of culling through data to identify trends and patterns of potential fraud and passport misuse. While not currently a focus for the AAL, the Passport Program has been involved in assessing how the move to GCMS could employ the future use of advanced analytics to enable efficiencies, automated decision-making, and strengthen program integrity – all similar features that have been realized in the TRV line of business. The deployment of a digital intake channel, and GCMS as the passport issuance system, will support future potential analytic work by the AAL.

Future Proofing and Assistance to Other IRCC Lines of Business

The deployment of the Digital Services Strategy will require decisions that require a view to IRCC's other lines of business and the future of the Passport Program and digital services. Specifically, the strategy aims to look towards the future of the Passport Program and emerging technologies to ensure it can make efficient and economical decisions early in the strategic lifecycle that will benefit the deployment of such technologies.

Furthermore, the Program's Digital Services Strategy will maintain a view towards the Immigration and Citizenship Programs to ascertain if a technological solution can be procured, customized, and deployed in such a manner that it can provide cost-effective and similar services to these other lines of business.

Alignment with like-minded countries

Canada has always been a leader in the global travel document community. Passport Program officials have sat on various ICAO working groups and been contributing voices to such initiatives as the ePassport. Moreover, Canada and its Passport Six (P6) partners (formerly 5N) have consistently collaborated to support the integrity of each other's programs and shared information supporting trends and innovation in that community. To that end, the Digital Services Strategy has collaborated with partners to understand their current solutions or plans for a digital intake channel.

New Zealand

The vast majority of applicants in New Zealand can apply for a new, renewal, or replacement passport entirely online, including the submission of digital photos. New Zealand is the most advanced of the 5N community regarding a digital intake channel; current estimations reflect 80% of eligible applicants will complete online applications by 2020.

Australia

All applicants for new, renewal, or replacement passports can complete a guided online form and submit their application online; however, applicants must appear in-person at a passport office to finalize the application. Digital photos are not accepted; applicants must submit their photos at the time of the in-person appearance. Clients applying online receive a personalized application checklist which indicates which documents they must present at their in-person appearance.

United Kingdom

The United Kingdom (UK) is in the midst of implementing a fully digital service wherein clients apply for a passport using an interactive wizard and upload a digital photo. In cases where third-party confirmation of the client's identity is required (e.g. guarantor verification), the third-party is able to participate in the process digitally by confirming that the photo displayed online is the applicant. Clients can then obtain notifications on the status of their application via text message, email, or via an online client portal.

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THE SUPPORT

Throughout the lifecycle of the digital intake channel, various IT initiatives must be developed and delivered to support the technological changes. These support services include the creation of online tools, chat/support, call centre procedures, and policies. Also, as the strategy moves closer to deployment, there is a need for a number of other supporting features, such as communications, training, and various risk assessments.

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VISION FOR A PASSPORT DIGITAL INTAKE CHANNEL

To address the change drivers described in the previous section, the Passport Program has developed a vision for the introduction of a digital intake channel and other supporting services which comprise the overall Digital Services Strategy. That strategy aims to address multiple client and program needs/concerns to ensure a more efficient and technologically advanced Passport Program which is capable of processing passport applications, maintaining program integrity, aligning with global initiatives in travel technology, and maintaining its high-level of client satisfaction and global reputation.

This section provides an overview of the Digital Services Strategy.

PROJECT MANAGEMENT

Operating in a post 'Phoenix Pay system' era, the Passport Program acknowledges the complexity involved in the introduction of digital services and the potential risk associated with transformation on a large scale. As the Passport Program adopts a culture of innovation that encourages experimentation, it also recognizes the need for an iterative approach to developing solutions. This approach provides an avenue for products to be designed, developed and delivered in small, manageable components or modules. Improvements to these products and solutions are delivered as continuous iterative cycles that incorporate user feedback. An avenue for trial and error within a controlled environment is promoted, with the goal of allowing the Program to course-correct and make necessary changes over the lifespan of the product. Relying on Agile project methodology and user centric design principles, digital services will be introduced with the following principles in mind:

- Expanding client access to services and information by building dynamic digital application tools that are flexible and can be easily adapted to the changing needs of the Program.
- Building digital solutions with a modular and iterative approach, allowing for components and functionality to be leveraged by other programs and business lines.
- Future-proofing digital solutions to adapt to new technologies, functionalities or changes to processes.
- A phased development and deployment approach supported by strong risk management and built-in decision check points with the completion of each phase.
- Positioning the Program to leverage opportunities to optimize the client experience in a continuous manner.
- Creating a collaborative environment where dedicated teams are established and constant end-to-end experimentation is encouraged during product development.

As stipulated within the Agile project methodology, the Program will deliver a Minimum Viable Product (MVP); an MVP is a solution with sufficient features and functionalities to satisfy stakeholder requirements at a specific point in time – ***to deploy core features only – nothing more, nothing less.*** Future iterations will build upon the MVP to ultimately deliver the final solution, which remains nimble throughout product development and deployment. Once the core features are available, the development team will then test and continuously improve upon the product with the complete and final

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set of features designed and introduced after considering and incorporating feedback from users and stakeholders.

Phased Deployment

The digital intake channel will adopt a graduated and calculated deployment plan with strong change management principles. Initial product development and launch of the digital intake channel will be in the form of a pilot; limited to clients who are *invited* to use the digital intake channel.

Through this 'invitation only' concept, the Program can control volumes and place a dedicated focus on a cohort of applicants

As online applications are processed from these invited applicants, statistical data regarding data quality will be collected to determine if the user experience warrants modification to the solution, help text, or application flow. This manual and thorough assessment of online submitted applications, in short, mimics the mail-in channel which requires staff to review application data for completeness, accuracy, and risk indicators, prior to processing the applications.

After successfully addressing any issues with the initial pilot, subsequent gates or phases of the project will introduce additional cohorts and follow the same philosophy – deploy to the new cohort, review and assess data quality and other issues, and modify the solution before advancing to the next cohort. By moving from invited persons

the Program is better equipped to control and manage concerns or considerations as they arise and in a more contained manner.

As the project approaches initial deployment, a more detailed a descriptive roll-out strategy will be developed and communicated with senior management.

Deployment Planning

The deployment planning and governance is based on the following best practice principles.

- The Passport Program's Digital Strategy is a complex deployment with many stakeholders and significant changes to the passport operational environment – it needs to be carefully planned/monitored, allowing time for policy changes, infrastructure investments, Program decisions and extensive user testing.
- An iterative approach will be used enabling deployment teams to learn from experience gathered during early deployment, waves of controlled pilots, and phased deployments – thus adjustments and improvements can be made during rollout (with proper assessment and approval where required).
- Deployment will progress incrementally according to a detailed schedule following clearly defined entry and exit criteria which include training, user access setup, monitoring, and support.
- At key points in the project, assessment and decisions (Go - No Go) will allow senior management to review progress and issues and decide whether to move to the next phase.

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- Detailed business cases to be developed for each component as well as with smaller projects with smaller decision pieces

Lessons Learned Approach

The Passport Program recognizes the value in early engagement with like-minded stakeholders, as it will be vital in contributing to the overall development and implementation of the digital intake channel. To this end, the Program has engaged stakeholders within IRCC (Immigration Program Guidance's Temporary Resident eApplication) as well as provincial stakeholders (Service Ontario's Health Card and Driver's Licence Renewals) to share best practices, innovative ideas and lessons learned.

On an international level, The Passport Program has been in bilateral discussions with the UK to adopt several informative and collaborative relationships which will assist in shaping and improving the overall delivery of the Digital Services Strategy. First, the UK government has graciously agreed to share their successes and failures of deployment so that Canada's transition to a digital intake channel adopts a lessons-learned approach. The similarities in government, population, and socio-economic factors are likely to be the greatest impact from the P6 community.

Moreover, the UK's use of agile project management, which is also going to be utilized by Canada (and described later in this strategy document), has proven successful. The Passport Program will continue to collaborate with UK officials to ensure relevant factors are considered during development and deployment.

The relationship with Ireland as the newest member of Passport Six (P6) is similarly being developed, as the Passport Program engages with that country to leverage their lessons learned and experience in launching their online passport application.

Simultaneously, the Passport Program recognizes the unique and close connection Canada has with the US

Therefore, in parallel to the collaboration with the UK, the Passport Program will seek a similar collaborate relationship with the US.

OUTCOME AND PERFORMANCE MEASUREMENT STRATEGY

Leveraging the performance measurement expertise of the Evaluation and Performance Measurement Unit in the Research and Evaluation branch, the Passport Digital Services unit of CPPG developed expected outcomes for the Passport Program's Digital Service Strategy. Outcome identification for the digital aspects of the strategy were aligned with the Program's expected outcomes and its Performance Information Profile to establish a comprehensive outcome and performance measurement framework for the Digital Service Strategy. Outcomes will be measured against the main objective of the Digital Services strategy, which is to introduce a digital intake channel that enables modernized program-client interactions. In addition, solutions deployed under it will be assessed to ensure we improve the integrity of the Program, realize efficiencies, improve service delivery, enhance client experience and satisfaction, and further promote Canada as a leader in the global travel document community.

This Performance Management framework for the Digital Services strategy will allow for the measurement of key project benefits and program outcomes. Performance indicators, data sources and data collection methodology will be established enabling the assessment of the achievement of outcomes of the Digital Services Strategy. Expected project outputs and outcomes will be clearly defined in a results based analysis that will be developed within the business case for the pilot. Monitoring of individual project progress and outputs will be undertaken on a regular basis to provide early warning of problems and allow proactive corrective action. Evaluation of outcomes will be scheduled on an annual, five year and ten year business cycles. This process will ensure that benefits associated with the projects are tracked and managed, business outcomes are achieved, that senior management remains informed regarding progress, issues and their implications, and that the project's progress is reported to stakeholders.

DIGITAL INTAKE CHANNEL (MVP)

Building upon the replacement of the legacy issuance system (IRIS) and the other modernization initiatives currently underway, the introduction of a web-based digital intake channel will provide applicants with the option of completing a paperless online application and payment,

This platform will facilitate full online access to passport services so that clients can access online passport services anywhere, anytime. As part of a phased product development, the MVP will be built per current passport policy for simplified renewal clients with passport delivery in Canada. The MVP functionality to be explored and developed within an agile and user design approach will include the following features:

Pages 36 to / à 40
are withheld pursuant to sections
sont retenues en vertu des articles

21(1)(b), 21(1)(a)

of the Access to Information Act
de la Loi sur l'accès à l'information

s.21(1)(a)

s.21(1)(b)

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IMPLICATIONS TO DELIVERING THE STRATEGY

The Digital Services Strategy must be managed in a nimble yet calculated manner. It must consider policy and technological implications, as well as legal and regulatory changes to deliver a successful solution. In addition to some of the technological implications identified in the previous section (Digital Intake Channel MVP), this section describes the policy and legal considerations, as well as a brief description of the financial implications stemming from the strategy.

POLICY IMPACTS AND CONSIDERATIONS

**Pages 42 to / à 46
are withheld pursuant to sections
sont retenues en vertu des articles**

21(1)(b), 21(1)(a)

**of the Access to Information Act
de la Loi sur l'accès à l'information**

s.21(1)(a)

s.21(1)(a)

s.21(1)(b)

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LEGAL FRAMEWORK AND REGULATORY IMPACTS/CONSIDERATIONS

The CPO and the DSPO set the parameters and responsibilities of the Passport Program include the issuance, refusal to issue, revocation, cancellation and return of Canadian travel documents, as well as providing instructions on the use of Canadians passports and other travel documents. In anticipation of the introduction of automated decision-making under the modernization initiative, the CPO was amended to introduce broad authorities for the use of electronic and automated tools and systems. Similar to amendments made to the *Immigration and Refugee Protection Act* (IRPA), the amendments provide greater clarity and foundational support for the introduction of an online platform as an

⁸ The interface to the RCMP's Canadian Police Information Centre (CPIC) database also provides the information to Interpol.

s.21(1)(a)

s.21(1)(a)

s.21(1)(b)

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alternate service offering to Canadians, as well as the use of other electronic means to manage the program.

FINANCIAL IMPACT/CONSIDERATIONS

Impact on Costs

As the Program introduces a digital intake channel, the impact on processing costs must be assessed and may be reflected in the pricing strategy for offering this service. As a result of the deployment of a digital intake channel, Program efficiencies will likely be realized as several intake tasks, such as data entry will be performed by the applicant and not Passport Officers. Moreover, the overall efficiencies that could be generated by the deployment of the digital services could increase significantly if a sufficient percentage of applicants select the digital intake channel over the currently popular in-person channel uptake rate.

The uptake rate will depend on various enablers already detailed in this document. As reflected in the roadmap below, those key enablers will support the development of Business Case 1 and Business Case 2.

The Program anticipates Business Case 1, which is directed at deploying a pilot of the digital intake channel, will provide valuable uptake data which will feed into Business Case 2 wherein indicative unit cost estimates will be available regarding the production, personalization, and delivery of a passport booklet.

⁹ Citizenship and Passport Program Guidance – Business Strategy and Innovation is the team within CPPG leading the Digital Services Strategy.

s.21(1)(a)

s.21(1)(b)

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Impact on the Investment Fund

Currently, the Passport Program is developing an Investment Strategy that will enable the delivery of all program modernization projects, including the Digital Services Strategy, to ensure the collective vision for program transformation is realized and appropriately funded.

OTHER CONSIDERATIONS

Other Policy Considerations

At all times, the digital intake channel will be developed and deployed with consideration of various government policy requirements. The following are a few of the related requirements:

- Any Public facing functionality will meet all the accessibility requirements established in the Standard on Web Accessibility by Treasury Board and in the Web Content Accessibility Guidelines (WCAG) 2.0 by the World Wide Web Consortium (W3C)'s Web Accessibility Initiative (WAI).
- Public Facing content will also adhere to Service Management guidelines, ensuring that client communication is available through IRCC portals, using cyber-authentication services.
- Following the Standard on Web Accessibility and the Web Content Accessibility Guidelines (WCAG) 2.0, the form should be accessible to “people with disabilities, including blindness and low vision, deafness and hearing loss, learning disabilities, cognitive limitations, limited movement, speech disabilities, photosensitivity and combinations of these”.
- IT Security Assessments will be performed in accordance with CSE guidelines for Protected B systems/solutions.
- Privacy Impact Assessments (PIAs) will be completed, where applicable, in accordance with the TBS Directive on Privacy Impact Assessment.
- Digital Design Principles will be applied wherein IT will collaborate with key stakeholders throughout the development cycle to ensure a solution will be delivered with the end users in mind. Development lifecycle includes consultations with security specialists to implement appropriate privacy and security measures with the least burden to the end user.

Risk Assessments

With the deployment of new solutions privacy and security risk assessments will be required. Furthermore, the use of analytics may require the completion of an Algorithmic Impact Assessment, in accordance with TBS's Directive on Automated-Decision Making.

s.21(1)(a)

s.21(1)(b)

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Integrity Enhancements

To assist with program integrity various features will be explored to enhance program integrity

Communications Strategy

A clear communication strategy with the move to an online service channel is critical. Not only to promote online usage, but also to advise applicant that online submissions may still require an in-person office appearance. The Communications Strategy must also consider internal staff as well as stakeholders to ensure IRCC and GoC alignment.

CONCLUSION: ROADMAP AND NEXT STEPS

In deploying an iterative approach relying on key decision points by senior management (Go – No-Go), a minimum of four (4) business cases will be authored at strategic points between 2019 and 2023. While the scope for each business case is expected to change slightly, over time, the following provides a high-level description:

Business Case 1 (Pilot: Applicants by Invitation) – October 2019

Working collaboratively with key stakeholders, CPPG-BSI will develop a business case that will explore the options and considerations required to design and deploy the digital intake channel. With a user centric approach in mind, an array of features, functionalities, assumptions and dependencies will be tested through a limited, controlled pilot. This will support future recommendations to senior management on a preferred recommendation for full deployment of the digital intake channel for the Program.

Business Case 2

Business Case 3

Business Case 4

Roadmap

The Program's next steps are captured in the proposed Digital Services Strategy Roadmap and Iteration Sequence. (Annex A and B). These documents provide a visual depiction of the following:

1. The milestones and deliverables of the Digital Services Strategy
2. The business cases currently planned to support the Digital Services Strategy
3. Program and policy decision points required to enable Digital Services

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4. The milestone and deliverables of other IRCC projects which complement the Digital Services Strategy; and, at times, are critical milestones to the successful delivery of the strategy.

Over the course of delivering the technological, policy, and procedural changes stipulated in the business cases, updates to the Digital Services Strategy will be provided in further roadmap updates and other documentation.

The Program is confident that this Digital Services Strategy, in conjunction with other transformation initiatives, will enhance program integrity and contribute to processing efficiencies while providing Canadians with an improved client experience and ongoing levels of high client satisfaction.

Pages 53 to / à 54
are withheld pursuant to sections
sont retenues en vertu des articles

21(1)(b), 21(1)(a)

of the Access to Information Act
de la Loi sur l'accès à l'information

Passport Six Overview – formerly 5 Nations

The 5 Nations (5N) has been meeting since 2004 to exchange best practices related to passport service delivery, processing operations and program integrity.

1. MANDATE

The Five Nations Passport Group leverages international excellence in passport program delivery to ensure the development and implementation of high value, strategic investments that support program integrity and improve counter-fraud outcomes within a national security context through:

- the development of best practices to mitigate known risks;
- the analysis of global trends to identify and prevent emerging risks;
- ongoing collaboration on issues; and,
- addressing challenges related to passport program management.

2. MEMBERSHIP

The Five Nations will be comprised of senior-level representatives from each of the Five Nations member states which include: Australia, Canada, New Zealand, the United Kingdom, and the United States of America.

3. RECENT CONFERENCE UPDATE

At the most recent 5N Conference in Coronado, California (May 2019), the following topics were discussed:

- Online Passport Application Services
- Automated Decision-Making
- Gender
- Travel Facilitation
- Digital Identity / Identity Verification Services
- Security Issues and Anti-Fraud Working Group

Further, recognizing the passport experience that Ireland can offer, Ireland was inducted as a full member and the 5N was rechristened as the “Passport 6”. The next meeting will be hosted by Ireland in Spring 2021.

The Passport 6 continues to be a useful forum for IRCC. As many partners are farther ahead in implementing digital/online services and automation, Canada can learn from best practices and lessons learned across the business continuum, from planning, contracting and IT builds to staff engagement and service orientation. Through 5N, IRCC has benefited from detailed exchanges on these topics with the UK, Ireland and the US. Looking ahead, the Program will be engaging the P6 regarding